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ABSTRACT

Seen as a vehicle for transforming the pre-tertiary education and training system of South Africa, the new Curriculum Framework of 1997 looks to empower people for participation in a democratic society. This paper contends that, although the Curriculum Framework policy document articulates the need for a partnership between parents, teachers, the private sector, and the state in curriculum development, the claims that the process has made to being democratic and empowering have been put to the test and largely found wanting. The paper locates the process of curriculum formulation in South Africa in the wider context of the politics of transition from apartheid to the new democratic dispensation. In the paper, a broad outline of the National Qualifications Framework (NQF) serves as a backdrop for discussions on the development of the history curriculum. According to the paper, the "acid test" for the NQF is how the system will be implemented, considering that there are many factors involved in its implementation. The paper specifically examines the proposed changes to the history curriculum and the process followed in effecting those changes. Further, the paper argues that the crisis facing the history curriculum is merely a reflection of wider crises and contradictions that have been part of the transition. Also explored are the state centered initiatives to reformulate the history syllabi and the struggle to organize teachers to participate in curriculum issues at the national level and in KwaZulu-Natal. A list of acronyms and a glossary of terms are provided. Appendixes contain materials about the National Curriculum Development Committee (NCDC) program of action, an Local Area Committee for Human and Social Services (LAC:HSS) members list, a list of essential outcomes, learning area outcomes, and specific outcomes. (BT)

From History to Human and Social Sciences: The New Curriculum Framework and the end of History for the General Education and Training Level

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ACRONYMS AND GLOSSARY OF TERMS

Acronyms

ABET	Adult Basic Education and Training
CCERSA	Committee of Colleges of Education Rectors of South Africa
CCSC	Co-ordinating Committee for School Curriculum
CFC	Consultative Forum on Curriculum
COSAS	Congress of South African Students
COSATU	Congress of South African Trade Unions
CSC	Core Syllabus Committee
CTP	Committee of Technikon Principals
CUP	Committee of University Principals
DACST	Department of Arts, Culture, Science and Technology
DoE	Department of Education
ECD	Early Childhood Development
FET	Further Education and Training
GEAR	Growth Employment And Redistribution
GET	General Education and Training
GETC	General Education and Training Certificate
GNU	Government of National Unity
HEDCOM	Committee of Heads of Education Departments
HET	Higher Education and Training
IPET	Implementation Plan for Education and Training
ISS	Integrated Social Studies
LAC	Learning Area Committee
LAC-HSS	Local Area Committee for Human and Social Sciences
LAO	Learning Area Outcome
NAPTOSA	National Association of Professional Teachers of South Africa
NCDC	National Curriculum Development Committee
NETF	National Education and Training Forum
NICD	National Institute of Curriculum Development
NILLD	National Institute for Lifelong Learning Development

NQF	National Qualifications Framework
OBE	Outcomes-Based Education
PICD	Provincial Institute of Curriculum Development
PILLD	Provincial Institute for Lifelong Learning Development
PTG	Provincial Task Group
SADTU	South African Democratic Teachers' Union
SANDF	South African National Defence Force
SASCO	South African Students' Congress
TFC	Teachers' Federal Council

Glossary of Terms

assessment	This is a way of measuring progress.
credit	This is the recognition that a learner has achieved a unit standard. Credits may be accumulated until conditions have been met for awarding a qualification.
critical cross-field outcomes	These are generic, cross-curricular, cross-cultural outcomes.
learning area outcomes	These are outcomes related to a specific learning area.
learning areas	These are eight groups of related knowledge, skills, values and attitudes.
learning programme	A learning programme consists of courses or units of learning (learning materials combined with a methodology), by which learners can achieve agreed-upon learning outcomes.
level	This is a position on the NQF where unit standards are registered and qualifications are

	awarded to those who have completed the necessary combination of unit standards.
outcomes	These are the results of learning processes and refer to knowledge, skills, attitudes and values within particular contexts. Learners should be able to demonstrate that they understand and can apply the desired outcomes within a certain context.
phases	These are sub-divisions of the total time-span.
specific outcomes	These are contextually demonstrated knowledge, skills and values, reflecting critical cross-field outcomes. These are outcomes linked to the learning area outcomes in a specific learning area.
unit standard	This states the specific outcomes that need to be achieved to make up a credit on the National Qualifications Framework.

INTRODUCTION

The new Curriculum Framework, launched in early 1997, will totally transform the pre-tertiary education and training system. It is seen as a vehicle for empowering the people of South Africa for effective participation in a democratic society, particularly in fields like human and natural resource development. The policy makers see the Curriculum Framework as a strategic intervention designed to facilitate and guide the development of a transformed education and training system in a practical and sustainable way.

Although the Curriculum Framework policy document articulates the need for a partnership between parents, teachers, the private sector and the state in curriculum development, many people throughout the country have expressed serious misgivings about the process hitherto. In this paper the claims that the process has made to being democratic and empowering have been put to the test and largely found wanting.

The paper locates the process of curriculum formulation in South Africa in the wider context of the politics of transition from apartheid to the new democratic dispensation. A broad outline of the National Qualifications Framework (NQF) will serve as a backdrop for discussions on the development of the History curriculum. The NQF has presented the nation with challenging opportunities to reconstruct and develop a new education and training system directed at meeting the needs of learners and the market. The acid test for the NQF is how the system will be implemented considering that there are many factors involved in its implementation. This paper will examine the proposed changes to the History curriculum and the process followed in effecting those changes.[1]

Further, the paper argues that the crisis facing the History curriculum is merely a reflection of wider crises and contradictions that have been

[1] Documents on assessment were not ready for comment at the time of writing.

part of the transition. The state-centric initiatives to reformulate the History syllabi are examined as well as the responses to those initiatives and their limitations and possible achievements are appraised. The struggle to organise teachers to participate in curriculum issues at the national level and in KwaZulu-Natal is explored and provides a basis for calling for wider relationships between teacher bodies throughout the country.

When discussing curriculum changes one must take cognisance of the political, social and economic crises that continue to engulf this country. Contextualising educational reforms within the wider societal circumstances that have shaped our experiences is likely to help us develop better strategies for future action. The methods used to deal with the History curriculum mirror the strategies chosen to solve the structural crises that have faced the country.

Strategies for the Transition to Democracy

South Africa is not the first country to have experienced a negotiated transition to democracy. The global trend towards democratic transitions has given rise to a number of books, comparative studies and influential think tanks. A distinct body of theory, known as 'transitions theory', has emerged that not only explains the process but has also become a fount of advice for South African politicians on how to conduct democratic transitions. Indeed, versions of this theory played an important part in guiding the strategy and tactics of FW De Klerk and his advisors in the past. Transitions theory highlights the fact that change must be managed with little disruption to the system. It aims at implementing top-down reforms before they become bottom-up transformations.

This approach is intended to marginalise any sources of potential danger to the process. The popular forces calling for fundamental changes in society are seen as a threat to the transition process because they raise expectations which could enhance their ability to mobilise the

populace to reject the reforms on the grounds of being too little and too late. The other threat is that posed by those in the old ruling bloc who are not willing to change or give up any of their former privileges.

Another strategy of the transition theorists which interests us is the building of a centralist bloc through elite bargaining and pacts. The rapport between Cyril Ramaphosa and Roelf Meyer and their capacity to deliver to their constituencies is an example of this strategy. There are other tactics, such as demobilisation and demoralisation of popular forces through keeping the transition process complicated and obscure, and using the double-edged sword of reform and repression. However, the primary focus is on the building of a centralist bloc through bargaining and pacts. This process does not concern itself with the broader issues of socio-economic rights and democratic empowerment. The interest in preserving the *status quo* has been tempered by the demands of those calling for a thoroughgoing social, economic and broader political transformation. The consequence is that we have a state that is neither one thing nor the other, but a new compromise (Mayibuye, 1995).

The transition to a democratic dispensation does not end with the installation of the new president. The debates that formed part of the negotiations process have continued into the new dispensation which still exhibits old and emergent features that are contradictory. The strategy of negotiating an Interim Constitution as a basis for confidence building and reconciliation has had far reaching consequences for the country. Within this framework almost all the state measures reflected the tentative nature of the future. It became fashionable to prefix all government programmes with the word 'interim'. The Government of National Unity (GNU) was an interim measure designed to stabilise and not to solve all the facets of the crisis created by years of apartheid. The acceptance of the concept of a GNU was an acknowledgement of the fragility of the new state and the imperatives of interdependence in the search for the much vaunted stability. Most of the programmes initiated during this period were seen as tentative and contested.

Because of the efficacy and legitimacy of the strategy that had instructed the successful political negotiations, those at the helm of power began to utilise the same approach for other sectors of government. The challenges of curriculum formulation in South Africa were enormous and the methods used to tackle the challenge mirrored the political process. It was a question of identifying the major stakeholders and calling for a Codesa type meeting. According to Leslie Witz, the process produced:

> *...a Codesa of history. It just smoothes over the cracks. They've kept the same old stuff and just put blacks in brackets* (Gaye Davis, 1994:4).

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By Yonah Seleti

EPU Working Paper No. 14
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THE STATE AND CURRICULUM FORMULATION

The process of curriculum formulation is both an academic and a political activity. Because it is an arena of contestation, its end product is always a negotiated compromise. For the state, the process of curriculum formulation is both a process of domination and legitimisation. All states contest the control of the curriculum. In South Africa, under apartheid, the state provided a syllabus which was not negotiated with different stakeholders. No attempt was made to generate consent among the many interested parties even though the curriculum was contested. Indeed, the state did not allow for a negotiated approach to curriculum formulation.

The leaders of the new democratic state quickly realised that it was beyond the state's powers to enforce school curriculum without putting up a semblance of consensus politics that would legitimise the new curriculum in the eyes of the contending interest groups. To create and maintain its legitimacy the state needed to gradually and continuously integrate the many interests of allied and even opposing groups under its banner. Mr John Samuel, former Deputy Director-General of the Department of Education (DoE), summed up the challenges facing the new government in the following words:

> *After the election and the installation of a new government, the Ministry of Education was faced with a difficult situation as far as the curriculum was concerned; the situation was particularly difficult with regard to history and the other humanities and social sciences. The old syllabi were clearly unacceptable and could no longer be allowed to continue unchanged. Nonetheless, redevelopment of the new syllabi in a democratic fashion is a lengthy process and it could not be done before the beginning of the 1995 school year. Clearly some sort of interim solution was required* (Samuel, 1995:[ ]).

Phase I: Interim Core Syllabi[2]

The process of curriculum formulation can be divided into two phases. The first phase was concerned with working out a short term solution and the second phase was to produce a long term curriculum framework. In phase I the process of legitimisation of the curriculum reforms initiated by the National Minister of Education after April 1994 came to rely on the advice and instrumentation of the National Education and Training Forum (NETF).[3]

The NETF was created in 1993 as a bargaining forum for all stakeholders in education. The stakeholders involved in the protracted negotiations that led to the formation of the NETF comprised education departments, the business sector and the parent, teacher and student organisations (see below). The NETF was established to end unilateral restructuring of education and to allow all stakeholders to participate in the reform of the education system The pattern of tackling issues of national importance through bargaining chambers had already been put in place in other sectors and by the time the new government came into power the NETF had won recognition nation-wide as a legitimate interim body acting as a gatekeeper on education matters.

Not surprisingly, the new DoE settled on the NETF as a partner in the curriculum review process. The DoE and the NETF review process were faced with the challenge of finding a *modus operandi* that would be considered legitimate. The establishment of the NETF was a political strategy and hence its constituents had to display some political clout.

The composition of the NETF reflected different political and group interests including, *inter alia*, the DoE of the GNU, which represented some interests from the old regime; the National Education Conference - considered to be a coalition of progressive bodies; the Committee of

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[2] Much of the information in this section is based on the personal experience of the author.

[3] See Hindle, D. (1996) A Review of Curriculum Development Processes in South Africa, 1994-1995. (EPU Working Paper No. 6.)

Heads of Education Departments (HEDCOM); the South African Democratic Teachers' Union (SADTU); the South African Students' Congress (SASCO); the Congress of South African Students (COSAS); the Union of Teachers' Associations of South Africa (UTASA); the National Association of Professional Teachers of South Africa (NAPTOSA) and the Teachers' Federal Council (TFC). The NETF was a site of struggle because it did not constitute people of the same persuasion and this is reflected in its measure to establish a Curriculum Technical Sub-Committee (CTSC) to forestall any unilateral restructuring of the curriculum prior to the first democratic elections.

In August 1994, the Minister of Education, Professor Bengu, launched a public campaign inviting South Africans to make an input on educational issues. This was the first time that a minister of education had invited the public to participate in the process of curriculum formulation. In the same year the Minister of Education circulated a draft White Paper for comment by the public, calling for a complete transformation of the curriculum and the setting up of democratic structures to deal with curriculum development. This draft White Paper specifically called for the formation of the National Institute of Curriculum Development (NICD) as the channel for curriculum formulation. However, in the interim, responsibility for dealing with curriculum issues was delegated to the NETF.

The new DoE's choice of the NETF as a partner in the process to review the curriculum was aimed at legitimising the process. Prior to the review process there had been no challenges to the representivity of the NETF. Field and phase committees under the auspices of the Curriculum Technical Sub-Committees (CTSC) of the NETF were established to examine the curriculum. Field committees in each of the following areas were set up: Languages, Arts, Mathematics, Natural Science, Social and Human Sciences, Economics, Agriculture, Engineering and related subjects, Computer Studies and Life Orientation.

The field committees were further divided into subject sub-committees.

For instance, the History Sub-Committee fell under the Social and Human Science Field Committee. Each subject committee consisted of representatives from eight organisations with the new DoE providing all secretarial services. The phase committees comprised the junior primary, senior primary and secondary phases. The phase committees were given the task of looking at the subject proposals coming from the field committees with the aim of rationalising the promotional requirements.

The field and phase committees were given the following brief:

- to eliminate inaccuracies in subject content, including outdated subject matter, contentious subject content or interpretation of subject content;
- to consolidate a national core syllabus for all school subjects;
- to supply support material where major changes have been made to existing syllabi;
- amendments shall not necessitate new textbooks;
- to include the submissions made by the public.

Public participation was wide ranging and substantial, judging by the number of submissions. The History Sub-Committee of the Social and Human Sciences Field Committee received submissions from: 66 schools, 10 universities, 1 political party, 7 non-education organisations, 6 education departments, 4 teachers' organisations, the National Education Conference, 3 individuals, 3 colleges of education and the History Education Group.

The report noted that many of the submissions made fell outside the brief set by the Minister as they dealt with more fundamental elements of the History curriculum. The report recommended that a more fundamental long-term process of curriculum change should take the suggestions on fundamental changes into account and hoped the process would begin as soon as possible. The report focused on other issues such as textbooks and the provision of alternative materials, examinations, and teachers' inset and preset courses. Many submissions

addressed the issue of the process of curriculum development, insisting that it must include a wide range of role-players such as teachers, students, academics and parents, as well as curriculum specialists. However, much of the flak later directed at these recommendations consisted of complaints about the limited scope of change to the subject content.

The process by which the interim curriculum was formulated came under a lot of criticism. It was alleged that it had not been transparent and that participation was limited. In KwaZulu-Natal meetings were held to protest the fact that no one from the province was represented on the History Committee. The PTG, chaired by Jeff Matthews, made several attempts to contact the chairperson of the History Committee to obtain information on the composition of the Committee and to seek representation on the Committee. The failure of the Committee to provide answers only increased suspicions about the process. The other concern was the absence of professional historians and school teachers on the Committee.

The omission of History educators from the process could not have been premeditated by the authorities. Neither was it a question of lack of activity on the part of History educators. The History Education Group, through regional teachers' organisations, organised three successful teachers' workshops around the History curriculum in 1992 and there was a sense that they would be part of the process of curriculum review.

John Pampallis suggested a possible process of curriculum review:

> *We need the process of curriculum development to be as democratic as possible, involving not only specialists, but also people at the grassroots - teachers, parents, interested members of the general public and mass organisations such as trade unions, political parties, the NECC and others* (in History Education Group, 1993:21).

Ismail Vadi hit the nail on the head when he stated that:

> *The whole exercise about reconstructing a syllabus in this country is not an apolitical, scientifically neutral exercise. It is fundamentally a political exercise...[and] must involve all the major participants before one starts the process of scientific investigations* (in History Education Group, 1993:24-25).

Despite the commitment to being pathfinders in the construction of the new History curriculum, most of the History educators were sidelined and only participated in the process indirectly through making submissions to the subject committee. It is ironic that government and its partners, in the process of negotiating a new history syllabus, ignored such an ensemble of experience and expertise. However, the marginalisation of the History educators in the process of curriculum construction was not a sign of dictatorial tendencies of a new government struggling to make an impact, nor was it generated out of a conspiracy to maintain the same lopsided view of the past. Political processes respond to pressure from organised (political) groups and the community of History educators was not a visible group with a demonstrable constituency.

The overall curriculum framework had not been worked out and it was an opportune time for organised groups to purvey their expertise to the state. The Core Syllabus Committee (CSC)[4] and CHED utilised their institutional base to gain a strategic position on the NETF-led review of curriculum construction after April 1994. Although there was a strong sense that History educators needed to organise themselves there was little understanding of how this strategy would win them recognition. History educators also lacked the means to transform their activities from a single event to an ongoing process of contestation, consultation and active struggle to put the case for History at the feet of those in power. Through the History Education Group, Rob Siebörger and

[4] The History Core Syllabus Committee (CSC), under the auspices of the former Department of National Education had undertaken a situation analysis of the History curriculum since 1991 and was ready by February 1994 with proposals for a new approach to the History curriculum.

Neville Alexander organised two conferences in 1993. However, the focus of the conferences, however was on textbook writing and strategies for participation in transitional arrangements that would influence the curriculum review process, did not enter the picture.

At the first of these conferences a small group of people delegated Yonah Seleti with the task of working out a strategy for organising teachers across the country. He suggested that regional History teachers' associations should be strengthened form the basis of a federated association of teachers. This strategy recognised the financial and geographical constraints to establishing a national teachers' association at that time. Attendance at the conferences was by invitation only and the delegates were mainly academics from universities and colleges of education, publishing houses, German academics and a handful of teachers. It could be contended, therefore, that a low profile was ascribed to the issue of teachers' organisation as a strategy for creating a strong teacher constituency. The few that did come together to consider the means of taking the process forward left without agreeing on a timeframe within which the regional bodies should be formed.

Thus, when the call came from the Ministry of Education for submissions to the History Committee, the community of History educators was not organised regionally or nationally, although a submission was made on behalf of the History Education Group. The composition of the committee that was to work out an interim syllabus was unknown, making it impossible to contest its representivity. The community of History educators were 'caught with their pants down'. They had not organised themselves into a force to be reckoned with and the result of their ineffectiveness was that they merely cried foul when the core History syllabus came out in 1994.

Much of the criticism concerning the legitimacy of the process was done *post facto*. A flurry of letters and articles appeared in local and national newspapers protesting against the process and the content of new syllabi. The responses to the interim History syllabi were vociferous and came from various sources. Individuals like Leslie Witz,

Colin Bundy, Andre Proctor, Claire Dyer, Jeff Matthews, Dina Moodley, Cynthia Cross, Shereen Munsamy and many others, responded in their individual capacities but these responses were sporadic and not sustained.

There were some organised responses to the 1994 history syllabus in KwaZulu-Natal and also in the Western Cape. The example of KwaZulu-Natal constitutes a section of this paper later on. In July 1995, a public meeting in Cape Town was addressed by John Samuel, chairman of the NETF and Deputy Director-General of the DoE and Stephen Lowry, chairman of the History subject committee of the NETF. Their response to the major issue of educators' participation in the process of curriculum development came through loud and clear: unless History teachers organised themselves at a national level they would continue to be left out of the process. In outlining the gains of Phase I, Hindle (1996) stressed the 'inclusion of persons on a representative basis'. He expanded the point further:

> *This fact has had a positive effect on teacher unions, where previously marginalized members have now been placed on centre stage. Individuals and structures have been motivated in the knowledge that debates on the curriculum now have some purpose. At the same time there has been some capacity building among teachers, who have been introduced to curriculum debates via a crash course* (Hindle, 1996:23).

It should be evident that, as far as Phase I of curriculum development was concerned, History educators were not considered by the authorities to be a serious group of stakeholders and their complaints, despite the fact that they attracted attention at the highest level, produced no tangible changes. At this stage the challenge of changing the course of curriculum development was shifted to the provincial level with the formation of PTG Subject Committees.

Phase II: A Shift to the NQF and Curriculum Frameworks

The Curriculum Technical Sub-Committee of the NETF, first established a Curriculum Framework Task Team in 1994 to look at a new, integrated curriculum framework for education and training. The immediate imperatives of changing the syllabi for the beginning of the 1995 school year led to the overshadowing of the work of the Curriculum Framework Task Team (Hindle, 1996). Hindle also suggests that a deadlock created by divisions between members of the Framework Task Team backing the Curriculum Model in the Educational Renewal Strategy (ERS) and those pursuing a more transformative, integrated approach, resulted in a shift of focus to urgent curriculum changes.

The process of curriculum development thus became a site of political struggle within the DoE. With interim syllabi completed, the Department proposed that the field and phase committees amalgamate with the state's existing committees to form 41 subject/phase National Curriculum Committees to continue the work of the field and phase review committees and to commence the medium-term work necessitated by the former committees (DoE, 1995b). The 41 committees were placed under the direction of the Co-ordinating Committee for School Curriculum (CCSC), a departmental committee which included members of the national and provincial departments and a single representative from SADTU.

In May 1995, the CCSC attempted to stop the NETF's CTSC from overseeing the long term curriculum development which it had initiated. The CCSC was recognised HEDCOM as a legitimate and representative structure and was delegated with the task of developing a curriculum framework for all components of education up to Further Education Certificate level (Hindle, 1996:24). This was interpreted as a serious attempt to highjack the process back to the apartheid era when state bureaucrats had a free play in the development of the curriculum.

In response, at their workshop of 26 June 1995, the NETF rejected

HEDCOM's narrow technical approach. The workshop was a site of intense conflict with two competing models, the former state's model presented by the DoE and the ANC and alliance partners model developed in the Centre for Education Policy Development's IPET.[5] After the withdrawal of the former state's model, the IPET model, which proposed the development of a National Institute for Curriculum Development, came to influence the future direction of curriculum development. HEDCOM accepted a recommendation to establish an inclusive Consultative Forum on the Curriculum which would initiate the development of a framework in the absence of a National Institute for Curriculum Development.

Thus there was a proliferation of structures dealing with the curriculum: the 41 National Curriculum Committees under the auspices of the CCSC; the CSC Broad Forum, a committee articulating the education system with the new Qualifications Framework; and the Inter ministerial Working Group comprising representatives from the ministries of Education, Labour and Health. All these levels of curriculum development in Phase II have stakeholder participation but without an organised formation. History educators were not allocated one representative.

Although those who participated found the process to be representative, those standing outside continue to question its legitimacy. It is worth noting that while History educators were engrossed in decrying the pitfalls of Phase I changes, the DoE curriculum pundits continued to thrash out the models of curriculum development to be instituted in the country without their input (Hindle, 1996:4).

The attendance list of a workshop on National Curriculum Development Processes and Structures in June 1995 reveals a preponderance of bureaucrats with only a few representatives from the recognised sections of civil society: *inter alia*, Business South Africa, Publishers Association of South Africa, South African Board of Jewish Education,

[5] The Implementation Plan for Education and Training (IPET) was commissioned by the ANC Education Desk in 1994.

Joint Education Trust, Independent Schools Council, . HSRC. Notwithstanding this participation, it is probable that the relationship between the state and civil society will be a source of problems in the future. Little was known about the composition of the Consultative Forum on Curriculum (CFC) although it was supposed to be a transparent body. Even so, the CFC chairperson felt confident to report that:

> *The initial stages of addressing the long-term restructuring and development of a broad curriculum framework for all pre-tertiary education and training processes is, therefore, fully representative* (DoE, 1995a:[ ])

The CFC called a workshop to review its recommendation in October 1996, which it claimed was representative and was attended by over 400 delegates. It was at this meeting that the CFC transformed itself into the National Curriculum Development Committee (NCDC). See table below for its composition, aims and *modus operandi*.

CURRICULUM DEVELOPMENT 1996
WHO IS RESPONSIBLE

COMPOSITION

Chair:
- I Rensburg

Secretariat:
- I Lehoko
- G Niebuhr
- I Lombard

Members:
10 x DoE
9 x Prov Educ Dept
2 x SA Police Services
2 x Dept of Environ Affairs and Tourism
1 x Dept of Welfare
1 x Health
1 x Dept of Agriculture
1 x Dept of Correctional Services
1 x Dept of Labour
1 x Business SA
1 x SANDF
1 x Council of Tertiary Principals
1 x Council of University Principals
1 x CCERSA
1 x NAPTOSA
1 x COSAS
1 x Independent Exam Board
1 x Early Childhd Dev
1 x DACST
1 x CTP
1 x Technikon Sector
1 x Voc Education
1 x Higher Education Staff Associations
1 x Independent Schools

NATIONAL CURRICULUM DEVELOPMENT COMMITTEE (NCDC)

AIMS

- Investigate and conceptualise structures for curriculum development
- Finalise the three documents (NQF, Structures and Frameworks for curriculum to be presented to the Minister of Education
- Language in education policy

TIMEFRAMES

The phasing in of the new curricula would be January 1998- 2003

MODUS OPERANDI

Three working groups:

- NQF
- Curriculum Frameworks
- Structures for curriculum development

A number of questions about the representation on the NCDC still remain unanswered. Appointing people to the NCDC on the basis of being stakeholders does not necessarily draw upon the most competent people in curriculum development and the absence of experts on the NCDC is a glaring flaw in its composition. It is not clear whether the NCDC has replaced a National Institute for Lifelong Learning Development (NILLD) which was recommended by the CFC in February 1996. Evidently, the work being done by the NCDC falls within the parameters set out for the NILLD. However, it is not clear from the report at what stage the NILLD will take over from the NCDC.

By September 1996 the NCDC had worked out a programme of action for the development and implementation of national policy (See Appendix A). The plan envisaged the development of a rationale, learning area outcomes (LAOs), specific outcomes, assessment criteria, clusters and how they will be developed, by 21 October 1996, to be circulated to stakeholders for two months from 1 November 1996 to 31 December 1996. The consultation was to be finalised by 31 January 1997, followed by revision of the material and then the NCDC would consider submitting the document to HEDCOM by March 1997. It was anticipated that by April 1997 the Minister of Education would announce the curriculum policy to the nation.

The development of *learning programmes* was expected to be done in two stages. Firstly, Learning Area Committees (LACs) of the NCDC were directed to develop *learning programme* guidelines by 1 November 1996. Secondly, the actual learning programmes were to be developed by the Provincial Learning Areas Committees between 31 January and 31 August 1997. The development of policy and guidelines for the production of learning support materials was to be carried out by the Curriculum Management Committee, constituted by members of the Publishers Association of South Africa and national and provincial education officials. No provision was made for the participation of the end users of these learning materials. The completion of the development of learning support materials was set for October 1997. Two other important issues need to be mentioned: the educator

development component of the plan of action and the piloting of the new curriculum in schools. By December 1997, the national DoE hoped to carry out a pre-implementation evaluation of the new curriculum.

One of the difficulties in following the process of curriculum development was the rapidity with which events unfolded.

Following the completion of the work of the LACs, focus committees for Further Education and Training (FET) were created and tasked to develop unit standards and learning programmes for this phase. Another aspect of their task was to work out rules of combination for the phase. The work of the focus committees was to be completed by March/April 1997. The focus committees were constituted by the members of the LAC-HSS.

It was envisaged that the work of the LACs would be carried forward by the Co-ordinating Committees for Early Childhood Development (ECD), General Education and Training (GET) and FET.

> *The task of the Co-ordinating Committees (CCs) for FET is to look for cross curricular issues in the eight learning areas, while the CCs for ECD and GET will do the selecting of outcomes supplied by all eight areas of learning into broad learning programmes. The CCs were also asked to determine the relative weight of each learning area in each phase. The CCs were expected to comprise about 26 members representing various stakeholders. Each LAC has been requested to nominate two of their members on each of the CCs* (DoE, 1996e:[ ]).

The CCs were expected to be constituted by 13 March 1997. This time the three CCs (ECD, GET, FET) emerged as committees for Foundation Phase (ECD); Intermediate (grades 4-6); Senior Primary (grades 7-9); FET (grades 10-12) and Adult Basic Education and Training (ABET) (Lotz, 1997).

The LAC Report (DoE, 1996c), which mentioned the Co-ordinating Committees, did not indicate that there would be a technical committee to refine the LAOs and set standards for the General Education and Training Certificate (GETC) (level 1 on the NQF). However, on 10 January 1997, the Minister of Education called for nominations for a 12 person technical committee to set the guidelines and parameters of learning programmes (Government Gazette No. 17724). According to Lotz (1997) the task of the technical committee would be to:

- Identify gaps in the LAOs
- Identify overlap between the LAOs
- Identify cross curricular concerns
- Work out weighting and time allocation for each learning area per phase (level 1 on the NQF) through level descriptors, range statements and assessment criteria for all the specific outcomes
- Provide assessment criteria for the outcomes
- Set up guidelines for the Learning Programmes
- Make recommendations for the development of Instructional Programmes.

Although it appeared that the Technical Committee was to be appointed by open nominations, few people knew about it and its role. It is clear that only those who were involved in the process understood what was happening and they nominated people to serve on the Committee. But even if someone from outside the closely knit group had been nominated, where would the nominee have obtained the expertise required for such a complex task? The time allowed for this process (17 February - 8 March) did not allow time for representatives to learn the ropes while on the job (Lotz, 1997). It would appear that the reference group, composed of two representatives from each learning area, was expected to play a significant role in carrying out the work. This set a very low standard of democratic practice.

The Technical Committee started work on the 17 February 1997, chaired by John Mathfield, and a number of Canadian experts were called on to assist in the work of the Committee. The number of

outcomes across all *learning areas* was rationalised and a detailed example of what Assessment Criteria and Range Statements were required for an outcome in each of the learning area was produced. Rob Siebörger, Acting Chairperson, LAC-HSS, reports that:

> *In the rationalisation process it was accepted by the Technical Committee that the LA outcomes would play a smaller part in the curriculum while the specific outcomes would be far more prominent in determining the learning programmes* (Siebörger, 1997:[ ]).

The Technical Committee reduced the HSS LAOs to four and specific outcomes to twelve. The work of the Technical Committee was to be carried forward by the Reconstituted Co-ordinating Committee which was scheduled to meet on 10-11 March 1997. The task of the Reconstituted Co-ordinating Committee was to plan for learning programmes in the ECD, Intermediate and Senior Phases. The Technical Committee and a Reference Group were to meet again between 12 and 14 March for the possible further development of the Assessment Criteria and Range Statements, in time for the official date of publicity launching the 'Curriculum 2005' programme on 24 March 1997.

It is saddening to note that curriculum development has occurred on such an *ad hoc* basis. A Workshop held on 21 January 1997 had proposed a new structure and processes but these were not anticipated at the November 1996 LAC workshop which enunciated the CCs. The new edifice, consisting of the Technical Committee appointed by the Minister, feeding back to the reconstituted CCs, has many other intermediary bodies. An examination of the processes and structures of the work to be done in 1997 shows a preponderance of committee work and little public participation. There is a lack of clarity and continuity and the direction given by the DoE appears to be inadequate. The timeframes appear to be too tight, especially in a situation where local expertise is a rare commodity.

The major concerns expressed by stakeholders have been:

- A lack of continuity
- The links between the CCs, Technical Committees and the reconstituted CCs were exclusively of LACs
- Very little guidance was provided by the DoE for tasks to be completed at workshops. Benefits would have been derived from better preparation and if some background research into the issues at hand had been undertaken by the DoE
- The time factor and the complexity of the tasks at hand were problematic (Lotz, 1997).

Some of these concerns were shared by the Reference Group and Technical Committee at a meeting on 26 February 1997. The report reads in part:

> *We had a very fruitful time discussing and critiquing what had been done and felt, on the whole, that a lot had been achieved, though there were still many misgivings about the speed of the process.* (DoE, 1997b:1)

The report also makes it clear that the members of the Reference Group were unhappy that much of their work had been undone by the Technical Committee. The members of the Reference Group finally agreed with the Technical Committee that there were too many local area outcomes across all the local areas (over 500) and these needed to be reduced to about 120 to make it possible to write the Assessment Criteria and Range Statements which in turn would make it easier to write the learning programmes. Rob Siebörger concluded the debate by urging members of the LAC-HSS to respond in writing because 'time is of the essence', a clear indication that even members of the committee realised that the process was being steam-rolled for political exigencies of the Ministry of Education to be seen to deliver a new curriculum. Unfortunately, this was at the expense of an open process of popular participation.

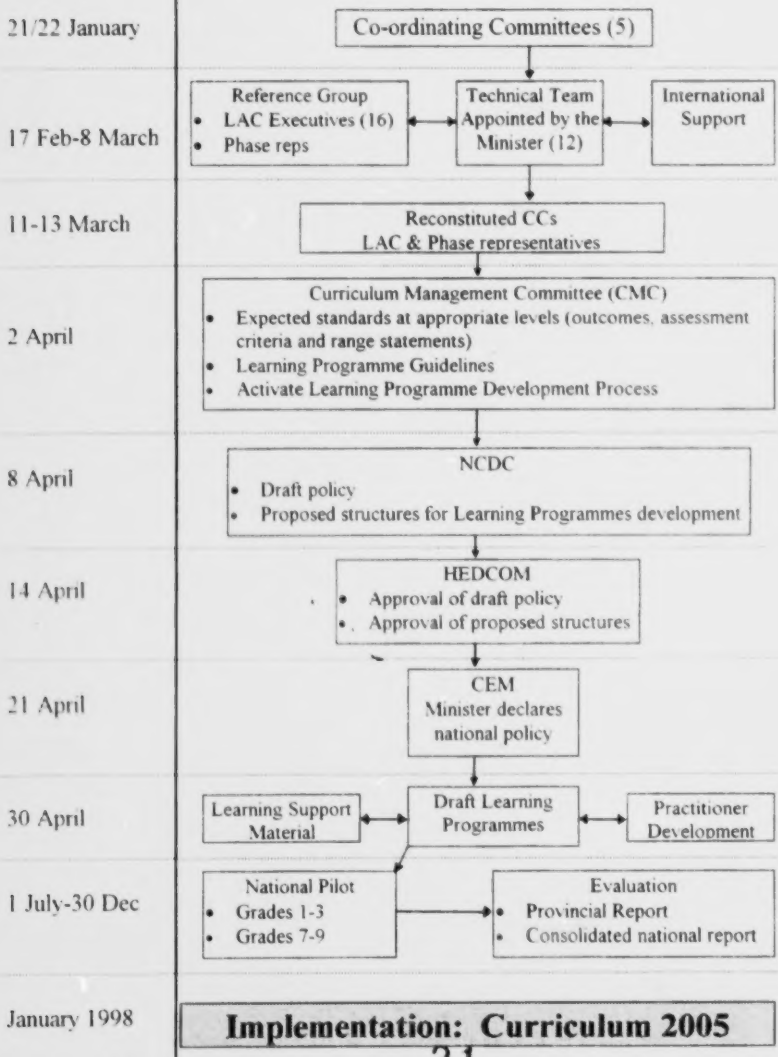
The actual implementation of the curriculum in schools is anticipated to be a staggered/phased process, now occurring over a 6 year rather than a 3 year period. It was originally conceived to be implemented between 1998 and 2000; however, it will now stretch from 1998 to 2005. The schedule of implementation follows:

Schedule for Implementation of New Curriculum[6]

Year	Grade	Grade
1998	Grade 1	Grade 7
1999	Grade 2	Grade 8
2000	Grade 3	Grade 9
2001	Grade 4	Grade 10
2002	Grade 5	Grade 11
2003	Grade 6	Grade 12
2004	Summative Evaluation	Summative Evaluation
2005	Implementation completed	Implementation completed
2006	New Cycle	New Cycle

[6] In July 1997 the Minister of Education modified this schedule so that in 1998 the new curriculum would only be implemented for Grade One. This modification was in response to calls from various quarters that there were not enough resources available for the scheduled implementation.

Curriculum 2005: Implementation Schedule for 1997



Source: Lotz, 1997.

THE NATIONAL QUALIFICATIONS FRAMEWORK

The curriculum framework announced in December 1995, constitutes only one section of the NQF which will transform the entire education system by integrating education and training and enabling learners to have access to and progression through and between different pathways. The NQF is an administrative framework that proposes an eight level education system. Each level will be described in terms of registered critical cross-field outcomes. The eight levels are divided into three broad bands. The bands have characteristics similar to notions of primary, secondary and tertiary education, only in this case, education and training are integrated. These bands will be as follows: GET; FET; and Higher Education and Training (HET). The curriculum framework discussed in this paper covers all of GET and aspects of the FET, but does not cover HET.

The GET band is divided into two parallel paths: the Compulsory Schooling Phase and ABET. The Compulsory Schooling Phase is further divided into three bands which are designed to correspond roughly with the developmental phases experienced by children in the maturation process. In the Foundation Phase (Reception year to Grade 3), learning and teaching will be integrated with little attempt to distinguish one area of learning from another. In the Intermediate Phase (Grades 4 to 6), teaching and learning will continue to be largely integrated. However, learning and teaching will begin to move to individual *areas of learning* informing GET. In the Senior phase (grades 7-9), learning content will be more abstract or theoretical and more area specific than in the other two phases.

ABET has four levels which will cater for adult and out of school youth learners. The parallel phases of ABET and compulsory education up to grade 9 will be assessed nationally and on completion learners will be awarded a GETC. Subsequently, learners will proceed to the second band on the NQF, i.e. FET, which is also divided into school education (grades 10-12) and education and training for out of school youth and

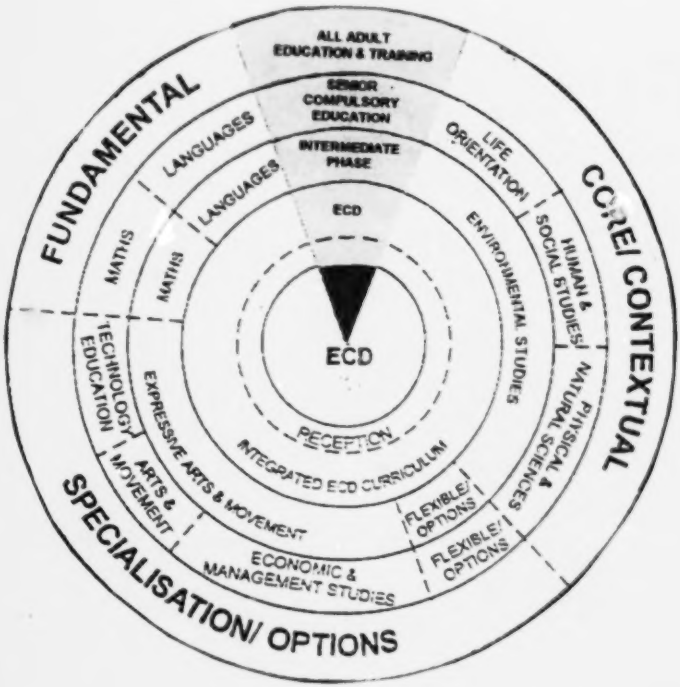
adult learners with an equivalent of grades 10-12.

Proposed Structure for a National Qualifications Framework

School Grades	NQF Level	Band	Types of qualifications and certificates
	8	**Higher**	Doctorates Further research degrees
	7	**Education**	Degrees Diplomas and Certificates
	6	**and Training**	
	5	**Band**	
FURTHER EDUCATION AND TRAINING CERTIFICATES			
12	4	**Further Education and Training Band**	School/College/NGO Training certificates, Mix of units
11	3		School/College/NGO Training certificates, Mix of units
10	2		School/College/NGO Training certificates, Mix of units
GENERAL EDUCATION AND TRAINING CERTIFICATES			
9 8 7	1	**General Education and Training Band**	Senior Phase ABET 4
6 5 4			Intermediate Phase ABET 3
3 2 1			Foundation Phase ABET 2
R†			Pre-school ABET 1

† R = Reception Year

Organisation of *learning areas:* These are arranged to suit developmental and social needs of learners. The centre of the circle represents birth, the outside represents adulthood/maturity.



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The integrated curricula will be a dominant feature from the reception year to Grade 6. In these first 7 years of schooling, learning programmes will develop learning across all Areas in an integrated way. In the intermediate phase the 8 *Areas of Learning* will be introduced and divisions into broad focuses might be possible. At the senior phase (grades 7-9) there could be further division into *Focus Areas*. The curriculum developers envisage greater specialisation during the FET Phase. Here it is possible that the *Learning Area* of Human and Social Studies could be fragmented into specific focuses such as History and Geography. (The *Areas of Learning* are discussed below.)

The South African Qualifications Authority (SAQA), a statutory institution established by the SAQA Act of 1995, will oversee the development and implementation of the NQF and play a role in implementing and monitoring new curriculum policies. When the Committee for Development Work on the NQF (appointed by the Minister of Education) released a document that recommended an eight level framework, SAQA had not yet been constituted. SAQA was legally established in October 1995 and its members only appointed in May 1996. It held its first meeting in early August, by which time the NQF and the Curriculum Framework had already been accepted as underpinning principles charting the future education system.

SAQA was presented with the NQF and the curriculum framework as a *fait accompli* and they elected to retain the structure of the NQF as outlined in previous documents. In all fairness, SAQA did point out some weaknesses in the NQF, more especially, that it would perpetuate divisions and hierarchies in education and training and that since it is modelled on school hierarchies and practices it would discriminate against adult learners. However, SAQA has yet to prove its ability to monitor and regulate the entire process. The establishment of bodies to direct the process has not been done systematically.

The Content

The DoE, through the NCDC, has now developed philosophical and organisational frames of reference for the curriculum. The Curriculum Framework for General and Further Education and Training proposes a shift in emphasis from core curricula and syllabi, which are content based, to curriculum frameworks and national guideline documents. The core curricula of 1994, although specifying goals, aims or objectives as points of departure, were content based. They were meant to direct teaching and learning and tended to be prescriptive and inflexible. Curriculum frameworks, on the other hand, do not prescribe content or methodological approaches, rather they:

- Generate outcomes for learning and teaching
- Spell out principles for curriculum development and design
- Provide guidelines for organising learning and teaching, describing briefly the areas or fields of learning which are regarded as essential for learning and teaching
- Suggest approaches to be adopted in evaluating the learner progress and/or assessing the achievement of learning outcomes (DoE, 1995c:6).

In explaining the reasons for the shift, the committee suggests that curriculum frameworks provide a healthy balance between central, provincial and local interests and involvement. The curriculum framework and guideline documents provide a philosophical base and organisational structure for curriculum development initiatives at all GET and FET levels, be they national, provincial, community or learning institution. The shift is expected to encourage flexibility that will allow the devolution of curriculum development, not only to the provinces, but also to local clusters of institutions and teachers. Core curricula are seen to be prescriptive and often rigid, promoting uniformity and inhibiting innovation. On the other hand, the curriculum framework and guidance documents are expected to be more flexible, consisting of broad statements (DoE, 1995c:6-8).

Outcomes-Based Education

A commitment to outcomes-based learning is central to the proposed curriculum framework. The outcomes-based curriculum has, as its starting point, the intended results (outputs) of learning and teaching, rather than the selection of prescribed input (knowledge areas/content). It is claimed that the outcomes-based paradigm should have holistic outcomes defined in terms of development of skills, knowledge, abilities and understanding, rather than in terms of the amount of knowledge to be absorbed.

Outcomes-based education (OBE) is an approach that requires teachers and learners to focus on the desired end product or outcome of the learning process. OBE focuses on what students will have learnt and be able to do on completion of the programme. The distinction between goals, aims and objectives on one hand and the outcomes on the other is simply that the aims, objectives and goals tell us about the object of the learning process whereas an education outcome is when the aim, objective or goal has been achieved. Outcomes are the end product of the teaching and learning process. OBE suggests that the learning process must begin with a statement of the desired end product and then proceed to find means of attaining it. The means of attaining the end product are called *Learning Programmes*. *Learning Programmes* are sets of plans that guide individual teachers to select objectives, content, teaching strategies, resources and assessment procedures.

Once intended outcomes are stated, they provide *assessment criteria* against which student achievement can be judged. In OBE both the educational outcome and the *assessment criteria* are stated right from the beginning. Once the student's achievement has matched or exceeds the criteria, he/she is said to have attained a certain level of *competence*. Hence OBE is said at times to be competency-based education, although this description emphasises the assessment criteria whereas the outcomes-based approach stresses the outcome that has been achieved.

Killen (1996:2-3) lists the following philosophical premises of OBE:

- All students have talents and it is the job of schools to develop them
- The role of schools is to find ways for students to succeed, rather than finding ways for students to fail
- Mutual trust drives all good outcomes-based schools
- Excellence is attainable for every child and not just a few
- By preparing students every day for success, the need for correctives will be reduced
- Students should collaborate in learning rather than compete
- As far as possible, no child should be excluded from any activity in a school
- A positive attitude is essential: if you believe that you can get every student to learn well then they will.

The basic principles that must underlie the development of an outcomes-based curriculum are summarised below:

- Outcomes-based programmes must be based on significant learning outcomes
- Outcomes should be practical, useful and morally and ethically defensible
- Curriculum and instructional design are derived from these significant outcomes.
- Outcomes are challenging, and all students are expected to achieve them at high performance levels
- Time is used as a flexible resource that allows teachers to accommodate differences in student learning rates and aptitudes
- Students are given more than one chance to receive instruction and to demonstrate their learning
- Assessment is an integral component of instruction
- Students are expected to take some responsibility for their learning.

The pedagogical underpinnings of an *OBE* are a lot more demanding of the teacher than content/activity-based approaches (see table below). The teacher is required to help all the students to succeed and he/she must be innovative and creative in helping the learners to achieve the

goal. An *OBE* places a lot of responsibility for developing materials on the teacher. It is the teacher who must work backwards from the broad outcomes to specific outcomes for which she/he must develop/select content through which students will develop knowledge, skills and values. In addition, teachers are expected to design or work out appropriate assessment tools to judge whether students have attained the outcome. OBE calls for an open system in which the teacher should be cognisant with the knowledge, skills, attitudes and preconceptions that learners and the teacher have prior to the instruction. The teacher's own knowledge, skills and attitudes will help shape the environment in which the outcomes are to be attained. In short, an *outcomes based education* requires a body of teachers that is competent to engage in the careful planning that the system demands.

Content-based education	**Activities-based education**	**Outcomes-based education**
Emphasis on 'covering the curriculum' - predetermined amount of content	Emphasis on activities in which students will engage	Curriculum developed from outcomes that students must demonstrate, rather than writing objectives for existing curriculum
Gives little consideration to how much individual students will learn in a given time and leads to teachers accepting that individual students will learn different amounts	Considers it normal that students will achieve different levels of understanding and skills	Programmes are constructed to give all students an equal opportunity to achieve each outcome
Dominated by time - students spend fixed amounts of time studying certain subjects regardless of how much there is to learn	Dominated by time - students spend fixed amounts of time engaged in certain activities regardless of how much there is to learn	Focuses on students' learning and time is seen as a resource
Time used as an administrative convenience	Time used as an administrative convenience	Time used as a flexible resource
Encourages concern about student's individual ability to succeed	Encourages concern about student's individual ability to succeed	Places emphasis on effective learning strategies that encourage students to attempt challenging tasks
Period is over when bell ring	Period is over when bell rings	Learning experience is over when something meaningful has been achieved
Subjects seen as unrelated to any other subject	Activity/skill viewed in isolation	Considers each area of study as an integral part of the journey towards attaining significant learning outcomes
Teaching is concerned with transmission of knowledge	Teaching is concerned with the imparting of skills	Learning is the process of helping students to understand information and to transform it into their own knowledge

Learning Areas

The other important area of the Curriculum Framework is the shift from knowledge bound subjects to *Areas of Learning*. The term *Areas of Learning*, rather than fields or subjects, was chosen to show the tentative boundaries of each of these knowledge areas. It is clear that the new *learning areas* will be introduced without public debate and this spells an end to the subject of History as we know it in schools. It is unclear how *learning areas* will be developed but history educators may need to mobilise themselves to negotiate an area for 'History' with other stakeholders.

These issues of curriculum development are located in the overall philosophy of lifelong learning development, which emphasises learning centredness rather than mere learner development or content centredness. In lifelong learning development the rigid division between academic and applied, theory and practice, and knowledge and skills is rejected. Lifelong learning focuses, not on content or learner, but on the process, the construction or generation of knowledge.

PROPOSED AREAS OF LEARNING AND INTENDED OUTCOMES

Communication, literacy, Language learning
Effective Communication Listening Skills Speaking Skills Reading Skills Writing Skills Media Studies Literature Studies

Human and Social Sciences
Socio-economic relationships Socio-historical relationships Socio-environmental relationships Socio-cultural relationships Socio-political relationships

Technology Education
Problem identification Problem-solving Design Evaluation

Numeracy and Mathematics
Relationships and patterns Concepts and processes Discrimination Classification Quantitative description

Physical and Natural Sciences
Methods and process of enquiry Application Effects on environment

Physical Education and Health
Fitness and health Creative movement Co-ordination and control

Culture, Arts and Artistic Crafts
Creative expressions Aesthetic expression

Spiritual Development
Religious experience

Economic Education
Economic education Business management Entrepreneurship Money management

Occupation Learning/ Learning for life
Exploration Reflection Strategic planning Career orientation

Source: DoE, 1995c:37.

LEARNING AREAS AND LIKELY DESCRIPTION OF CONTENTS

LEARNING AREA	LIKELY CONTENTS
COMMUNICATION, LITERACY AND LANGUAGE LEARNING	Literacy South African Languages Other Modern world languages Classical languages
NUMERACY AND MATHEMATICS	Mathematics Literacy Mathematics Mathematical Sciences
NATURAL SCIENCES	Biological Sciences Physical Sciences Agricultural Sciences Engineering
CULTURE, ARTS AND ARTISTIC CRAFTS	Visual, Expressive and Performing Arts Music Education Movement Oral Studies
TECHNOLOGY	Technology Education Information Technology Technical Education Applied Arts and Sciences
HUMAN AND SOCIAL SCIENCES	History, Geography Democracy Education Development Studies Environmental Studies World Ethical and Belief Systems Utility and Social Services Economics and Home Economics
LIFE ORIENTATION	Life Skills Education Environmental Awareness Social Development and Transformation Personal Development Health and Human Movement World of Work
ECONOMIC AND MANAGEMENT SCIENCES	Economic Education Financial Management Business Education, including Entrepreneurship Public Management

The envisaged institution for curriculum development was initially intended to be carried out at national level by the NILLD (DoE, 1995a:14-17). The Education White Paper proposed the formation of an NICD and a Provincial Institute of Curriculum Development (PICD). Later, the Curriculum Framework documents suggested a shift from the PICD to the Provincial Institute for Lifelong Learning Development (PILLD).

At both national and provincial levels it was proposed that institutes should be staffed by the officials of the education departments (DoE, 1995a:14-17). The practice of encouraging civil society's participation appears to have been abandoned in favour of the official control of curriculum formulation, a return to the old methods of secrecy and state control of the entire process. If these proposals were to be accepted, they would stunt the development of the relatively representative processes and structures introduced by the NETF. It would spell a regression and reversal of the gains won over the years and would be a clear signal that teachers across the political spectrum now face marginalisation by the bureaucrats at the provincial and national levels.

However, from late 1996 it was clear that policymakers were not going to wait for these statutory bodies to be formed before developing the new curriculum. The work of the NILLD was usurped by the NCDC.

It is quite clear that although the NCDC has representatives from different sectors of society, the DoE dominates the process and the sub-committees of the NCDC are merely given instructions. Stakeholders have never initiated any of the developments in the new curriculum and a future role for NILLD is uncertain.

The move for the curriculum to be developed by the NCDC rather than the proposed NILLD and PILLDs is yet another example of the state's exercise of arbitrary powers which circumvents its enunciated policy and commitment to inclusive participation (DoE, 1995a). The placing of the NCDC within the Education Department where the planning and writing of the curriculum frameworks and guideline documents is

controlled is a move towards the de-skilling of teachers. The introduction of new approaches to the teaching of the new *areas of learning* will displace the skills that teachers practice in the current dispensation. In situations where teachers are not skilled in planning the new curriculum based on *learning outcomes* and *competencies*, planning will be separated from execution and curriculum formulation from implementation. The proposal suggests a systematic separation of roles with the Institutes doing all the planning and then monitoring the implementation (DoE, 1995a:16-18). In these proposals management plans and teachers merely execute. Although the concluding remarks pay tribute to the possibilities created when curriculum development becomes a participative and democratic process, the proposed structures and processes are far from making the process participative and democratic.

One of the stated objectives of the Phase II education framework is the increasing of teachers' skills levels in enforcing the new curriculum framework. In all likelihood the opposite will occur. The Phase II principles of curriculum framework will be implemented in an environment of ignorance as teachers do not have the skills needed for the implementation of a competence and learning outcomes-based curriculum. With the planners' monopoly of skills and knowledge of the new system, teachers will find themselves de-skilled and hence disempowered. Teachers' organisations should be on guard as the process threatens to make them appendages to the curriculum development process. Teachers need to make a collective demand for re-skilling to be an essential part of the process.

The transformation from the core curriculum approach to a *competence* and *learning outcomes* approach is a radical departure. The new approach calls for teachers with well-developed intellectual skills that are reflexive and can adapt to the new environment. Our experience in KwaZulu-Natal suggests that there are thousands of teachers who will not cope with the demands of the new approach since their training has not prepared them for such a role. They have not been trained to be reflexive but rather to be implementors/executors of the known syllabus.

One knows that even in the current situation, teachers skills - such as curriculum deliberation and planning and designing teaching and curricula strategies for special needs - are hard to come by. As a consequence of teachers' unfamiliarity with the new system and a deepening sense of insecurity, the state, through its agencies, will appropriate for itself, not only the function of designing the curriculum, but also the provision of supplementary and guideline materials. As Apple puts it:

> *...what were previously considered valuable skills slowly atrophy because they are less often required.* (Apple, 1995:133)

Human and Social Sciences Learning Area

Although the learning area of Human and Social Science was identified as early as 1995, it was only in September 1996 that a Learning Area Committee for Human and Social Sciences (LAC-HSS) was set up to work out its outcomes. (See Appendix B for members of this committee). Within the notion of OBE there are three groups of outcomes. The broadest range, covering the whole NQF are called *Critical Cross-field Outcomes.*[7] *Critical Cross-field Outcomes* have the following characteristics:

- Some are global and others are South African specific;
- They are generic and cross-curricula;
- They underpin the learning and teaching process;
- They are not restricted to any specific learning context.

Critical Cross-field Outcomes, being the broadest, are informed by the Constitution of the Republic of South Africa, the Reconstruction and Development Programme, government policies, legislation and the current stage of social development. I must add that the ethos of a liberal democracy and neo-liberal economy as represented in the

[7] Formerly called *Essential Outcomes.*

government's Growth Employment and Redistribution (GEAR) strategy underpins the *Critical Cross-field Outcomes* (see Appendix).

The second set of outcomes relate to the GET level and are called *Learning Area Outcomes*. These are the broad learning outcomes in each *Learning Area* but because much of the curricula is integrated, outcomes become difficult to specify. At the Foundation stage, the LAOs reflect an integrated approach combining Arts, Health, Language Development, Science, Technology and Mathematics. It is likely that outcomes related to History may receive scant attention in the integrated approach. *LAOs* are less integrated and begin to take shape only after the intermediate and senior stages, and serve as a basis for assessing the progress of learners. The ECD, GETC and FET committees came up with 17 *LAOs* for LAC-HSS, although these were still considered to be too general and were not specifically tailored for each level of the NQF.

Specific Outcomes are the third set of outcomes anticipated in the NQF. These apply to the FET level, grades 10,11 and 12. The *Specific Outcomes* are context specific and are expected to describe the competence which learners should be able to demonstrate in specific contexts at certain levels. Thus, the designers of the outcomes allow for greater specialisation. However, the LAC-HSS did not fully understand the logic of this and have continued with the broad learning area of HSS.

The LAC-HSS meeting of November 8-9, 1996 (DoE 1996c:37-38), were briefed by the DoE to work out the following:

- Learning area rationale
- Learning area outcomes
- Specific outcomes
- Identified focuses
- Focus rationale

Once again the committee was confined to a tight schedule as its work had to be ready for submission as a working document to the Council of

Ministers (CEM) on 25 November 1996 and to HEDCOM on 9 December 1996.

The learning area rationale was worked out as follows:

- Human and Social Sciences contribute to the developing of responsible citizens in a culturally diverse democratic society within an interdependent world. They equip learners to make sound judgements and take appropriate action that will contribute to sustainable development of human society and the physical environment.
- Human and Social Sciences comprise the study of relationships between people, and between people and their environment. These interactions are contextualised in space and in time and have social, political, economic, environmental and spiritual dimensions.
- Learners develop distinctive skills and a critical awareness of social and environmental patterns, processes and events based on appropriate investigations and reflections within and across related focuses.

The LAC-HSS identified 17 *LAOs* and 17 *Specific Outcomes*. The distinction made between them is that the *LAOs* are listed as statements without elaboration whereas the *Specific Outcomes* are an expanded version of the *LAOs*. The *Specific Outcomes* relate to the FET phase where more specialisation could be allowed. By so doing, the specific outcomes would break down the narrow confines of the focuses that informed the GETC phase. These distinctions are not clear or easy to understand.

What is obvious is that the LAC-HSS wanted to project the HSS focuses into the FET phase without change. A close reading of the NQF will show that there was scope to have specialised subjects such as Geography or History at the FET level. However, the outcomes designed by the LAC have eliminated this flexibility. The phrasing of the outcomes makes it inevitable that the focuses, as established by the LAC, will be universal to the post-Foundation phase. This issue needs

revisiting especially for the FET phase. The *focus areas* could be called by the traditional names of History, Geography or Religious Knowledge within the general rubric of Human and Social Sciences. It can be argued further that service providers will be in a better position to develop new materials that realise the outcomes-based approach within the more specialised fields. For the list of the *LAOs* and *Specific Outcomes* see appendices A and B.

The process of identifying the *focus areas* of HSS was difficult and contentious. The LAC-HSS adopted an integrated studies approach. The uniting theme for the selection of the focuses incorporated the concepts of time and space, and relationships and change. The selection of focuses in an integrated approach is mentioned in the NQF for the ECD, Foundation and Intermediate phases. However, from the Senior phase (Grades 7-9) to the FET, a progressive degree of specialisation was anticipated and explained through theories of developmental psychology. The LAC-HSS did not give reasons for the perpetuation of an integrated approach beyond the stage prescribed by the NQF.

The LAC-HSS identified the following three focuses and their rationale (DoE 1996c:20,22):

1. Human and Social Processes and Organisation

This focus develops learners' understanding of the origin and organisation of their society and how they interact within it as individuals and communities. In addition, it equips learners with knowledge of different forms of society (contemporary and historical), as well as the major social systems which underpin them (e.g. economic, legal, political, social, cultural, spiritual and belief systems). Central to the study of this focus is the understanding of global interconnectedness and social change. This focus will lay a foundation of knowledge and skills for lifelong learning and access to career opportunities.

2. **Environment, Resources and Development**
   This focus provides learners with opportunities to acquire the knowledge, skills, understanding and attitudes needed to become environmentally competent citizens, active in contributing to the equitable and sustainable use of resources. Central to this focus is the study of interrelationships between people and environments incorporating studies of natural environments and systems, built environments and systems, development and technology, and the use and management of resources. This focus will lay a foundation of knowledge and skills for lifelong learning and access to career opportunities.

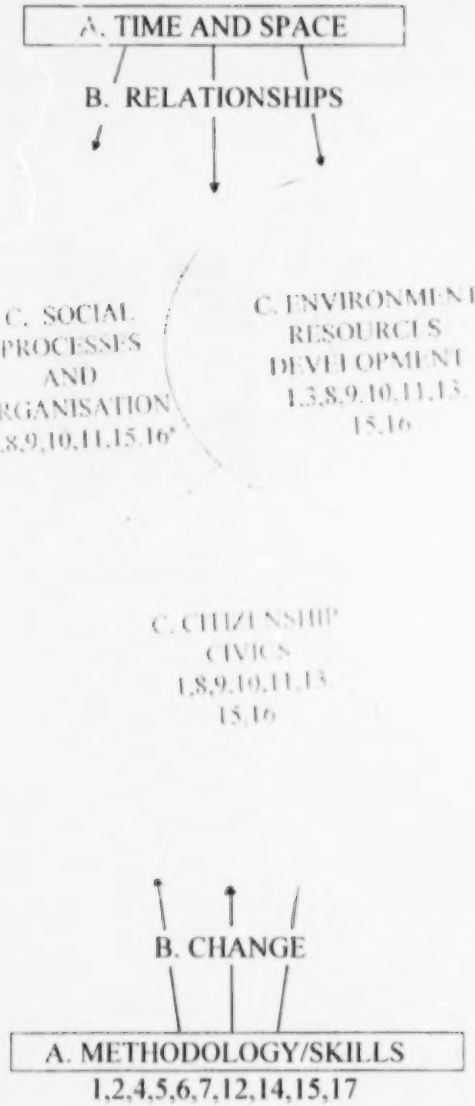
3. **Participatory Citizenship and Civic Education**
   This focus contributes to the development of responsible citizens who participate in a culturally diverse, democratic society within an interdependent world. In addition, this focus contributes to the development of a critical understanding of, and participation in, the socio-political environment within the global, continental (African) and national contexts. This focus will develop abilities for careers that contribute to sustainable and continued human resource development to meet the changing needs of society.

Having distilled the various ideas into these three focuses, however, the committee was still in some doubt about them:

> *There is some confusion within the LAC:HSS as to whether these broad organising themes constitute focuses or not. We have asked for clarity from the DoE to help us define what we have distilled so far. This, we hope, will take the form of a presentation from Dr Niebuhr or Mr Lehoko when we meet* (DoE, 1996c:[ ]).

At a Co-ordinating Committee workshop in January 1997 it was apparent that the process of working out learning area and specific outcomes was more complex than anticipated by the participants and much more work was needed to give them the complexity envisaged by

the NQF. If the outcomes are not clear then the learning programmes and the level descriptors cannot be clear either. It is worrying to note that despite the apparent complexity of the process the DoE timeframes still remain inflexible. The drawing below shows how the curriculum designers hope to make it work. It will combine the underlying concepts of time and space, relationship and change and the skills and methodologies that will be developed.



[8] Numbers refer to specific outcomes

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EVALUATING THE CURRICULUM FRAMEWORK

The principle of integrating education and training through an NQF is widely recognised and supported. The labour movement supports the idea of an NQF that enables mobility and ensures parity in the education sector. It allows workers' experience as well as training to be recognised and credited. The modularisation of curriculum at some levels has been depicted as providing greater opportunities to all learners but much more to adult learners. The NQF has brought the Departments of Labour, Health and Education together to work out the framework in an attempt to overcome the problem of the past when departments worked on their own without co-operation between them. However, although the different departments were consulted, it remained the sole responsibility of the DoE to work out the implementation of the system.

The NQF has been marketed as a tool that will lead to an increase in skills and productivity and give the country a competitive advantage in a fast changing world economic system. It is envisaged that the NQF will be instrumental in making the Growth Employment and Redistribution Strategy an engine of accelerated economic growth and employment. The linking of GEAR, considered by the Congress of South African Trade Unions (COSATU) to be a neo-liberal approach to economic growth, suggests the preponderance of market forces in determining our education system. However, it is highly questionable whether education can indeed be an instrument for transforming labour markets and boosting growth rates. As pointed out by Mokgalane and Vally:

> *One would have to go beyond structures of accreditation and deal with content of education and training to tackle the ... inefficient educational performance* (1996:9).

While the NQF has many positive things to recommend it, its history and conception in South Africa have created a problem. The NQF is

modelled on that of the New Zealand Qualification Authority. Observers have noted that although many of the concepts in the New Zealand QA were shaped by the history of that country, many of the concepts, structures and examples in the South African NQF have been taken straight from the New Zealand Qualification Authority documents (Mokgalane and Vally, 1996:9). It is presumptuous to import the system *en masse* to South Africa as it ignores the history of this country. This importation of another country's education system is attended by problems such as the implementation of the NQF. The sophistication of the people working on the NQF and the accompanying curriculum frameworks is highly questionable and the formulation of the system needs to be accompanied by intensive training.

It is not surprising that the NQF remains technically difficult to understand and explain in simple terms to the general public. It is abstract and its implications across all the levels remain mysterious. Despite the efforts to make the material user friendly, the concepts remain alien and removed from the end-users' experience. The discrepancy between the vision and its practice will continue to dog the process for years to come. Greenstein (1995) discussed the Committee of University Principals (CUP) objections to the NQF and observed that the CUP saw the NQF as an attempt to stifle academic freedom.

> *They viewed SAQA as 'thought police' to control the uniformity of the syllabi and fear that state subsidies will be used as a mechanism to ensure compliance* (1995:8).

The CUP also noted that the NQF does not attempt to distinguish between students with manual training and those with formal academic training who are working towards the same qualification. The NQF will need to overcome the problem of how to identify equivalent outcomes for education in the class-room and training in the work place.

One of the fundamental flaws of the NQF approach is that it attempts to standardise and bureaucratise all forms of learning by fitting them into a single model of assessment and qualifications. Although it is claimed

that the NQF will allow for greater flexibility and creativity, it will actually stifle teachers' innovation. This is because the NQF approach assumes that there is a single best way of learning and assessing learning. This does not exist in South Africa and will be difficult to achieve considering the varied capabilities of teachers.

Experience elsewhere has also shown that modularisation, far from integrating skill and knowledge, has failed to prove the merits of non-sequential learning. The new approach proposes to establish standard units of knowledge based on how much time could be spent learning a competency. This approach imposes arbitrary time constraints on the learning process. In Britain there has been too little 'best practice', where teachers brings together knowledge and skills which avoids Tayloristic and behaviouristic approaches to assessment.[9]

The principles underpinning the Curriculum Framework are well stated in the documents. The rationale for changing the curriculum appears to be less controversial. The principle of lifelong education sounds like the right thing to say. The Curriculum Framework intends to transform the educational approach from one of 'getting knowledge' to one of 'using knowledge'. The documents on curriculum have presented a vision of a holistic view of learners' development. However, the problem lies with the manner in which the task of constructing the new curriculum has been carried out and the nature of some of the changes.

The first point to be raised in objection to the new curriculum is that it is based on another country's experience. The DoE is asking teachers to implement a curriculum which they have no experience with or demonstrated ability to handle. Most of the members of the LACs do not have experience of an OBE. The working out of the curriculum by those with little or no expertise in many of the areas, is compounded by the problem of teachers implementing something without the necessary experience.

[9] S. McGrath. Pers comm. 23 Jan 1997, Durban.

The manner in which the process of curriculum development has been conducted leaves a lot to desired. To begin with, the process reflects a top-down or centre-periphery approach. It has been suggested that at the national level, at which policy and macro issues are handled, it is difficult to involve teachers directly. Although the curriculum framework document of December 1995 set out principles for informing curriculum development processes stressing participation and ownership and accountability and transparency, these have been flouted by the DoE. Complaints about the lack of consultation have come from all sectors of the education system. Even the Committee of University Principals complained about it. The process of curriculum development runs the risk of not being supported by the people for whom it is intended. There is likely to be resistance on the ground from teachers in the classroom, parents and learners because there has been very little consultation.

The timeframes for the development of the curriculum have been problematic. The DoE appears to be in a hurry to implement the whole syllabus. However, the political imperative to be seen to be doing something should not be at the expense of a sound education system and a consultative process. There has been a tendency to steam roll the process through setting tight deadlines and it has become apparent that as a result of this pressure, the quality of the work being produced does not measure up to expectations. In the light of this, it would be advisable to re-schedule the implementation time-table. Initially the implementation period was going to be three years and this has been changed to six years. According to the 21 January 1997 report of a workshop of the Co-ordinating Committees, the schedules have been tampered with. The process needs more time, not only for the bureaucratic process, but for educators to digest the new outcomes-based paradigm.

Time must also be allowed to circulate information to other sectors of society. The DoE has a tendency to keep information to itself while at the same time claiming that the public has been consulted. This may have been a strategy adopted at the beginning of the process because

those involved at the national level did not have a clear vision for curriculum development and feared to expose themselves to the rest of the country. However, despite greater expertise and confidence, there is still a reluctance to circulate information beyond those involved in the process. It is difficult to lay hands on any documents coming from these committees unless you have access to a member.

The DoE does not have a structure to disseminate proceedings. It has been acknowledged by senior DoE officials that there have been problems in establishing the directorate of communication. The process ceases to be transparent under these circumstances. However, the problem of dissemination of information cannot be blamed on the DoE only. Most provincial officials, teachers' organisations and NGOs do not report back to their constituencies. Few of the stakeholders have introduced public debate on the curriculum. This process does not auger well for the new democracy.

Moodie (1996), in his submission to the Gauteng Institute of Curriculum Development workshop in July 1996, noted that the process of curriculum development in the new South Africa used the same model as that used under Apartheid: a committee-centred approach.

> *A committee-centred model to curriculum development has an inherent tendency to seek consensus through compromises between committee members. While this is natural the process is often led by the most articulate and most academically qualified people and those most experienced in committee work. Unfortunately, these persons are usually not teachers from the schools* (Moodie, 1996:[ ]).

The members of the LACs need to be empowered through training and exposure to other processes of curriculum development. There are important issues which this process has ignored such as the level of involvement of disadvantaged constituencies and the continuation of officials from the previous dispensation. Issues such as redress and equity in representation seem not to come into the picture. The presence

of some NGOs and SADTU does not tilt the balance in favour of democracy, neither does the presence of progressive senior officials instil a sense of participation, ownership, accountability and transparency.

An outcomes-based curricula requires a more versatile teaching style. It is learner centred and therefore the teacher needs to be equipped in such teaching styles. Almost all the teachers in the current school system need some degree of retooling. Although some distance education documents have been prepared on teacher inset training, it seems unlikely that the cash strapped DoE can spare sufficient funds for the task. Notwithstanding the cash problem, the pool of human resources required to carry out the retooling of teachers country-wide is just not there. This raises questions over timeframes once again.

The development of outcomes-based learning programmes requires a lot more resources and skilled personnel. Teachers need skills to manage the multiple resources to be introduced. This approach requires a strong commitment to a resource based teaching style and teachers need to be won over. Ironically, the same teachers who have were left out of the process will be called upon to implement the programmes they did not develop.

The most difficult aspect of the outcomes-based approach is assessment. Assessment criteria are only as good as the outcomes they are meant to assess. It is apparent that at the national level the setting of assessment criteria has been slow in coming. The outcomes that have been worked out, be they *specific* or *LAOs*, are not specific enough to be allocated to a band. It has been acknowledged that the outcomes developed by the LACs for the eight *areas of learning* do not reflect the complexity of the NQF. Thus co-ordinating committees will identify which *LAOs* would be attainable within a particular phase (Lotz, 1997).

The process has been fraught with problems arising from time management and lack of knowledge. Lotz summarised the problems facing the NCDC thus:

- *That there was significant overlap between the different learning areas, but care should be taken not to lose the particular intent and context when overlapping LAOs were moved or changed.*
- *There was no clarity on how the overlaps would affect the number and nature of Learning Programmes. In ECD, for example, it was suggested that there only be three learning programmes:*
  - *Maths, Science and Technology (combined)*
  - *Languages*
  - *Life Orientation (which includes life orientation, Human and Social Sciences, Economic and Management Sciences and Arts and Culture).*

  No clear explanation was given for these combinations, nor was it clear how the combinations would be made.
- *It seemed clear that there would be no more than 8 learning Programmes for the grade 9 level (GETC), but there was a possibility that there may be less.*
- *Learning Programmes for the focuses would only be developed for the FET level.*
- *Teacher skill would be needed to interpret the learning area outcomes. Fundamental decisions need to be made on integration i.e. what must be integrated, to what level should the outcomes be integrated, what are the different levels of integration, how will learning area context and intention be retained through integration etc.* (Lotz, 1997:2).

It becomes clear that lack of clarity is a problem common to all the LACs. One of the conclusions to be drawn is that much work needs to be done to turn these outcomes into practical classroom material. They are still too abstract to be of practical learning value.

Integrated Human and Social Science or History

The theme of integration in the curriculum framework refers to two distinct processes. The first refers to the way learning is organised and certified. The thrust of this is to reject the rigid division between academic and applied knowledge, theory and practice, knowledge and skills, education and training. The new curriculum framework considers integration to be a strategy that will break down these divisions in South African society. The second process attempts to reconstruct knowledge into eight *learning areas*. This process applies to the *learning area* of Human and Social Sciences.

There are two positive contributions that the promotion of an integrated curriculum can make to child development. The first is that it will contribute to developing responsible citizens in a culturally diverse, democratic society within an interdependent world. It is important to note that a political rather than a pedagogical justification has been advanced as a rationale for introducing this learning area.

The second set of reasons for the new learning area is based on teaching for skills. The introduction of a learning area that aims at training citizens to serve the needs of the state and developing distinctive skills for a competitive world does not justify the replacement of the teaching of independent subjects. Admittedly, the case for an integrated approach for the ECD and Foundation stages has been well motivated, citing the argument that children learn more effectively in an integrated way.

Elsewhere, negative arguments have been advanced for replacing History with Integrated Social Studies. Nichol maintains that:

> *Subject boundaries are artificial and merely reflect the archaic perpetuation of self-interested and self-indulgent academics in a university world divorced from the realities which face both staff and pupils in the real world of schools* (Nichol, 1984:18).

Many people recognise the role played by academic disciplines in society but are somewhat sceptical about History, which they consider to be irrelevant in preparing students for the market place. In the South African context the distortion of history by the apartheid government has made it an unpopular subject. Many students would be happy to see it disappear if it does not change.

The designers of the curriculum have been careful not to run down the traditional subjects such as Geography and History. Parsons (1996:46) put across a number of reasons for African countries taking up integrated studies. Lack of space in the curriculum for more than one form of social science led countries such as Botswana to opt for integrated social studies (ISS). Nichol (1984:19) also notes that advocates of an integrated social studies *learning area* say that it gives learners an insight into all these subjects, rather than just one.

Parsons (1996:46) also identifies two arguments used in the curriculum framework in South Africa, namely, utility and child development. He points out that in pedagogical terms advocates invoke the authority of Piagetian psychology and the stages of cognitive development of children, from the concrete to the abstract. It is also maintained that integration is a sensible approach that makes use of staff more efficient than through a plethora of single subjects. In an integrated approach teachers could work as a team in a more flexible and varied manner than is possible in a traditional pattern of time-tabling.

An integrated approach opens up opportunities for creative curriculum development and efficient management of resources. It is not necessarily a bad thing in itself. If properly designed it would provide an opportunity for History teachers to put forward a positive view of their subject. Some publishers and teachers are of the opinion that the new integrated approach up to the intermediate stage may provide more opportunities for teaching History-related issues than in the previous curriculum. It is possible to accept an integrated approach in the earlier years and prefer a more specialised curriculum in the senior years of the schooling system.

The defenders of the academic disciplines such as History attack integrated studies:

> *as a devaluation of the critical social sciences into bits and bobs of highly selected information, designed to produce docile subjects with sketchy knowledge of their community and nation rather than active citizens with real understanding* (Parsons, 1996:46).

A related objection to the new approach is that:

> *the focus on acquiring specific and clearly identifiable competencies or outcomes runs counter to the need for holistic development of the individual, not only in a classroom but in a work situation as well. The danger in neglecting this imperative is that the system will produce people with highly specialised skills that are useful for their jobs, but not easily transferable to other situations, thereby restricting their mobility*. (Mokgalane and Vally, 1996:9).

The onus is on the NCDC to prove that an integrated approach to social sciences and humanities at senior levels of the GETC and in the FET is the best pedagogical approach. The evidence from LAC-HSS does not indicate that the NCDC has come up with a field that is coherent, creative and critical. The three focuses of the LAC-HSS are too broad and the uniting concepts of time and space, relationships and change are not adequate for a strong foundation for further study of humanities and social sciences. The current trend of combining Environmental Studies, History, Geography and Civics into one *learning area* will leave us with a superficial pedagogy, a mish-mash. It is extremely difficult in the present climate of confusion and self-serving representation in the LAC-HSS, to see a coherent, creative, critical and well grounded HSS. Although the environmental lobby in the LAC-HSS is well organised and enjoys a strategic advantage, its influence is contested and stands to

be challenged in the future when it comes to piloting the learning programmes in schools.

There is no evidence in the LAC-HSS reports that it has undertaken research in the many countries that have experimented with integrated studies. Evidence of similar experiments in Botswana, Zimbabwe, Kenya and South Africa in the 1960s indicates that integrated studies experiments have encountered enormous problems. The experiments were also restricted to the junior secondary school and not the senior level, making the current South African proposals an exception. Parsons reports that in Botswana:

> *the process has resulted in widespread teacher and parent hostility towards ISS at junior level and pupil apathy and confusion* (Parsons, 1996:47).

Teachers also noted the lack of basic knowledge and skills among incoming History and Geography students who had only done ISS to junior secondary level. In Zimbabwe, lobbies of parents and teachers organised themselves against ISS and succeeded in preventing its implementation. The Zimbabwean example of organised elements of civil society blocking the implementation of integrated social studies may provide a model for social action in South Africa (Parsons, 1996).

A Canadian educationist, Kieran Egan, is credited with coming up with conclusions which challenge the application of Piagetian theory to Human and Social Sciences. The basis of his argument is that the outcomes of applying Piagetian theory, based on experiments with Maths and Physics, run counter to the actual evidence of children's development in learning about the arts, humanities or social sciences.

> *Egan argues that children progress from the fantastical to the romantic-loving detailed narratives with heroes and villains- at primary level, and then begin to be idealistic at secondary level - discovering ideas and ideals that comprehensively explain the world* (Parsons, 1996:47).

It should become clear that the application of Piagetian theories to justify the implementation of integrated studies is being contested at lower levels of the schooling system. What is not in dispute is the fact that at senior levels of the curriculum, learners need challenging material that encourages higher reasoning to explain the complex world they live in.

There are political and academic reasons for objecting to the replacement of History by HSS in South Africa. The political reasons revolve around the process of truth, reconciliation and restitution. The role of History in the classroom would provide the best learning stimulation for children to engage with the agony and pain of the past which is still real in the present. The removal of History from the curriculum and the introduction of the new focuses appear to pander to a version of the process of reconciliation which suggests that we must forget the past; what matters is what we are today, a democratic South Africa.

The building of the nation will depend on a full understanding of the past which requires time in the curriculum. A nation that is built on a distorted sense of the past will be in danger of creating bigotry, prejudice, misinterpretation and misrepresentation. It is politically incorrect that at a time when the bulk of the nation is calling for a new history to give them a place in the nation, the curriculum will not provide sufficient space for affirming them. History is a school subject that helps celebrate our nationality and it has a special role to play in today's South Africa.

The emphasis of the outcomes-based approach is largely on imparting skills and not on content. In this case, it may be difficult to have a History course that will address the complex issue of misrepresentation and historiographical shifts. The best means of dealing with bigotry and prejudice is through historical discourses that unpack the constructions of such myths. The question that remains is how much space has History been given in the LAC-HSS? It can be assumed that because the

History lobby in the LAC-HSS is non existent, it has lost out to Geography and Environmental studies. The situation needs to be redressed.

The absence of experts in the development process of the new curriculum framework has been acknowledged within the DoE and the situation has been compounded by the fact that the curriculum process has not been put to public debate. The DoE has developed a booklet to be sent to all schools informing them of the new curriculum, but not inviting them to participate in debating and refining it. History educators would like to have seen a public debate on whether History should be integrated at all levels of the GET and FET or remain as an intellectual base for the process of truth and reconciliation. A critical study of History in schools could be an essential and significant vehicle for citizenship education for a new South Africa.

There may be educational reasons for introducing integrated studies at junior levels of the GET, but it is not educationally, intellectually or politically correct to deny specialisation at senior levels of the GET and in the FET. This viewpoint is not opposed to the outcomes-based approach, but is a rejection of the selection of *learning areas*. There is plenty of scope to introduce subject specific courses within an outcomes-based approach. Skills that are not located within a context cannot be of great utility. The course of action charted for Curriculum 2005 necessitates a public debate.

CONCLUSION

Curriculum development has been a site of struggle between hegemonic and counter hegemonic tendencies within the country. The underlying question is what can be done to check the constriction of the public sphere. It can be argued that the proposals of the CFC on processes and structures of future curriculum development within the confines of efficiency, expert control and rationalisation could undermine the substance of democracy. It is not clear why the CFC views the extension of public participation in curriculum development as inimical to the process. If the process of curriculum development is no longer democratic, teachers and other stakeholders should find ways of re-appropriating democracy as a discourse and a set of practices in their education work. Teachers should lobby to obtain a system of curriculum development that allows them to participate in decision-making.

The democratisation of decision-making procedures is an ongoing struggle which demands that its generals and foot-soldiers be battle-ready all the time. Teachers should be watchful for anti-democratic decision-making structures in education. Proposals that suggest that control of curriculum development should be situated only with experts are truly undemocratic and should certainly be seen as a measure to depoliticise civil society.

However, criticism of the system's inadequacies is not enough. Theoretical analysis, though essential and helpful, cannot substitute for the concrete work of organising for action. There is a need for a mass teachers' movement that will build on the critique of the present, a vision for the future and a strategy to actualise the vision. But, as Dreier once said:

> *...neither vision nor strategy is possible, on a mass basis, unless the cynicism about social change that now pervades...politics and culture can be overcome* (Dreier, 1980:128-9).

The defence of democracy entails a demand for its application at all levels, including the area of curriculum development. Teachers should challenge the current attempts to exclude them from the process of curriculum development. In working together with other teachers we will be practising and entrenching democratic values within society.

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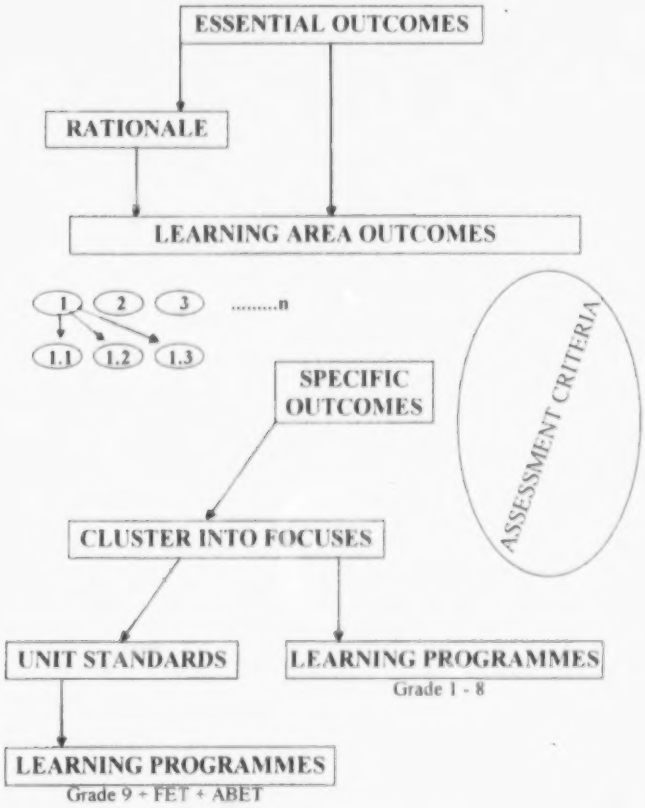
APPENDIX A

NCDC programme of action for the development and implementation of national policy

LEARNING AREA COMMITTEE WORKSHOP TO DEVELOP LEARNING AREA OUTCOMES

STEPS TO FOLLOW



SCHEDULES OF THE DEPARTMENT OF EDUCATION, PRETORIA

1) Development of National Policy

ACTIONS	20/09/96	21/10/96	01/11/96	31/12/96	31/01/97
• Develop Rationale, Learning Area Outcomes, Specific outcomes, assessment criteria, clusters & modus operandi for further development work					
• Circulate draft national policy document					
• Finalise consultations					
• Revise draft					
• Submit to NCDC					
• Submit to HEDCOM					
• Minister announces policy					

2) Learning Programmes

ACTION	BY WHOM	01/11/96	31/01/97-31/08/97
National Learning Programme Guidelines	LACs		
Development of Learning Programmes	Provincial LACs		

3) Educator Development

ACTION	30/10/96	30/11/96	JAN-DEC 97
• Provincial information sessions with teacher and educator organisations			
• Progress report			
• Strategy for informing & involving teachers/educators			
• Develop strategy for teacher/ educator development & effective learning institutions			
• Current practitioners			
• Trainees			
• Implementation of strategy			

4) Learning Support Material

ACTION	30/09/96	23-24/10/96	22/11/96	09/12/96	JAN-OCT 97
• Curriculum Management Committee & Pasa executive workshop					
• National & provincial DoEs workshop					
• Circulate draft policy & guidelines					
• Submit to HEDCOM					
• Development of learning support material					

5) Advocacy and Marketing

ACTION	15/10/96	31/10/96	01/11/96-DEC 97
• Inform all constituencies on the outcomes of the workshop			
• Advocacy strategy			
• Implementation of the strategy			

6) Pre-Implementation Pilot and Evaluation

ACTION	31/10/96	31/12/96	01/03/97-30/09/97	OCT-DEC 97
• Develop a pre-implementation strategy				
• Negotiate with the provinces and other stakeholders				
• Pilot implementation				
• Summative evaluation				

Source: Technology Learning Area Committee, 18/9/96.

APPENDIX B

List of LAC Members: Human and Social Sciences

NAME	CONST.	Attendance 14-16 Oct	Attendance 8-9 Nov
Dr Cohen, S.	IEB	x	x
Ms Lotz, H.	EECI	x	x
Dr Van Eeden, E.	NAPTOSA	x	x
Sidzumo, N.	NGO (SANCA)		
Ms September, J.	SADTU	x	x
Ms Potenza, E.	Dept of Arts, Culture, Science & Technology	x	x
Mr Mthombeni, T.A.	SADTU	x	x
Dr Brandt, C.	CTP	x	
Mr Ruiter, S.W.	Northern Cape		
Ms Hughes, B.	HSRC	x	x
Mr Mostert, M.P.	Northern Cape	x	
Ms Marock, C.L.	COSATU		
Prof Earle, J.	CUP	x	x
Ms Kriel, A.	CTCP		
Mr Smit, T.	Western Cape	x	x
Mr Van Deventer, A.	North West	x	x
Ms Mathe, Z.H.	North West	x	
Ms Muthayan, S.	Eastern Cape		x
Farisani, R.	Northern Province	x	
Mr Mosery, M.	NGO (Democracy Education)	x	x
Ms Michell, S.	CCERSA		
Mr Mosidi, S.	Dept of Environmental Affairs	x	
Mr Du Plooy, C.M.	Dept of Welfare & Population	x	x
Mr Masia, P.	NGO (Literacy)		x
Mr Legoete, D.	SADTU	x	
Dr Carneson, J.	Mpumalanga	x	
Dr Moletsane, R.	Free State	x	
Mr Klopper, C.C.	Free State	x	x
Mr Bikitsha, R.V.	Eastern Cape	x	x
Mr Lekhobo, L.R.	Northern Cape		
Tlhomelang, M.J.	Northern Cape	x	x

NAME	CONST.	Attendance 14-16 Oct	Attendance 8-9 Nov
Mr Davids, V	Gauteng	x	x
Ms Ismail, S.	KwaZulu-Natal	x	x
Mr Keats, G.	NAPTOSA	x	x
Mr Gear, D.	ISC	x	x
Nosoeu, K.J.	Free State		
Dr Huysamer, B.F.	Free State		
Ms Baines, A.L.	Eastern Cape		
Mokoena, K.	KwaZulu-Natal		
Tsatsimpe, K.M.J.	Gauteng	x	x
Ms Monaise, R.	North West	x	
Dr Mandew, S.	Northern Cape		x
Mr Madasen, S.	KwaZulu-Natal	x	x
Mr Siebörger, R.	SA Society for History	x	x
Ms Mojapelo, F.M.	Northern Province	x	x
Ms Matiwane, Z.P.	Eastern Cape		x
Mr Radinku, M.	PASA	x	x
Ms Painter R.	Dept of Education	x	x
Ms Lenyai, E.	Dept of Education	x	x
Dr Kriel, L.P.	Dept of Education	x	x
Dr Pereira, C.	Dept of Education	x	x
Ms Cachalia	Gauteng		x

Source: DoE, 1996c

APPENDIX C

Essential Outcomes as Proposed in the Curriculum Framework for General and Further Education and Training, July 1996*

- the ability to select and apply different and appropriate learning strategies to facilitate and enhance lifelong learning and development;
- the ability to communicate effectively across a range of contexts using visual, mathematical and language skills;
- the ability to collect, analyse, organise, critically select and evaluate information from a variety of sources for appropriate use;
- the ability to solve problems and make responsible decisions using critical and creative thinking;
- the ability to work independently as well as co-operatively as a member of a team/group/organisation/community as appropriate;
- the ability to participate as responsible citizens in local, provincial, national and global affairs;
- the ability to use science and technology critically, showing responsibility towards the environment and the health and safety of others;
- the ability to make wise and safe choices for healthy living;
- the ability to demonstrate cultural and aesthetic sensitivity across a range of social contexts;
- the ability to understand and explore the relationship between education and training achievements and opportunities and career opportunities;
- the ability to appreciate the links between mental conceptions of knowledge and manual execution of tasks informed by such knowledge;

* For the updated version of the Critical Cross-field Outcomes (essential outcomes) see DoE 1997a:16.

- the ability to act in a manner which reflects justice, democratic values and respect for human dignity (UBUNTU).

Source: DoE, 1996d.

APPENDIX D

RATIONALE FOR HUMAN AND SOCIAL SCIENCES

Human and Social Sciences contribute to developing responsible citizens in a culturally diverse, democratic society within an interdependent world. They will equip learners to make sound judgements and take appropriate action that will contribute to sustainable development of human society and the physical environment.

Human and Social Sciences comprise the study of relationships between people, and between people and their environment. These interactions are contextualised in space and time and have social, political, economic, environmental and spiritual dimensions.

They develop distinctive skills and a critical awareness of social and environmental patterns, processes and events based on appropriate investigations and reflection within and across related focuses.

LEARNING AREA OUTCOMES

Note: In these outcomes the term *social* is used broadly to include economic, political, cultural, religious/spiritual/belief aspects, as appropriate.

1. Demonstrate an understanding of interrelationships between society and environments.
2. Develop an understanding of continuity and change.
3. Analyse social and environmental patterns in different times and places.
4. Recognise the significance of diversity and commonality within the global community.
5. Appreciate the richness of cultural and natural heritage.
6. Critically analyse and interpret past and contemporary issues.
7. Understand the role of structures, organisations and systems in society.

8. Participate actively in promoting a sustainable, just and equitable society.
9. Develop empathy for people.
10. Develop a critical understanding of the role of technology in social development.
11. Demonstrate a critical understanding of the nature and use of sources and evidence.
12. Draw on multiple perspectives in the making and using of knowledge.
13. Contribute to society through solving social and environmental problems.
14. Apply effective research methods and appropriate skills in a range of contexts.
15. Communicate effectively within social environments.
16. Demonstrate independent and co-operative learning skills which promote critical understanding of social and environmental issues.
17. Identify and access career opportunities within the human and social sciences.

FOCUSES

1. Human And Social Processes and Organisation
2. Environment, Resources and Development
3. Participatory Citizenship and Civic Education

APPENDIX E

The Technical Committee between 17 February and 17 March 1997 decided to reduce the number of the LAOs and the Specific Outcomes for the Human and Social Sciences.

The Learning Area Outcomes:

1. Demonstrate responsible citizenship in a diverse society and interdependent world.
2. Make informed and responsible decisions which contribute to the sustainable development of the environment and to a just and equitable society.
3. Critically analyse the interrelationship of different forms of social organisation, cultures and process across space and time.
4. Apply Human and Social Sciences research methods and skills in a range of contexts.

Specific Outcomes

1. Develop and sustain a just and democratic society by critically applying the South African constitution.
2. Demonstrate an understanding of the concept and the practice of an interdependent world.
3. Analyse issues of diversity and commonality in society with respect to values, relationships and different perspective.
4. Display skills of developing and managing resources.
5. Evaluate how technologies impact on change in human activities and in social relationships.
6. Address social and environmental issues in order to sustain development and promote social justice.
7. Demonstrate an understanding of changing interrelationships between society and the natural environment.
8. Analyse South Africa's socio-political and economic development.
9. Analyse different forms of social organisation, structures and systems.

10 Describe how organisations, structures and systems impact on personal development.

11 Demonstrate a critical understanding of the contested nature of human and social science evidence.

12 Explain social relations, structures and process from an ant-bias perspectives.

13 Conduct research into social and environmental issues and communicate results.